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ABSTRACT

This report on school leadership is based primarily on 2-years of general and particular observation of the organization of schools made by the Commission on Public School Personnel Policies in Ohio. The report also took into account several surveys and analyses by educators and other organizations concerned with public schools. The objective of the research was to investigate ways of improving public school education within the scope of personnel policies. Some of the main points under investigation were a) accountability, b) the profession of teaching, c) a plan for school organization, d) the training of school leaders, and e) guidelines for improving educational leadership in school districts and universities. Some of these guidelines included a) assessment of the functions of group leaders, subject specialists, curriculum coordinators, assistant principals, and school psychologists; b) establishment of the principal as the educational leader of the school concerning student-teacher relationships, staff selection, and budget limitations; and c) provisions for administrative leadership training at the university level. An appended article stresses the need for teacher evaluation to assist in the areas of subject matter, individualized instruction, and student-teacher interactions.) (BRB)

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Commission on Public School Personnel Policies in Ohio
Report Number Seven February 1973

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Preface

PRIOR REPORTS OF THE COMMISSION have dealt with ways of better utilizing teaching staff, teacher tenure, teacher evaluation to improve learning, advantages in extending and rearranging school calendars, and teacher education and certification. Twelve professional educators have served as special consultants to the Commission in the preparation of these reports.

A major part of the research has been depth interviews by consultants and Commission members with teachers, superintendents, and other administrators in over 80 school districts in the State. In all of the work, attention was paid to the amount and type of help teachers receive in their teaching and their needs for help were explored. The reports on staff utilization, teacher tenure, teacher evaluation, and teacher education, all contain recommendations for strengthening this type of leadership in schools.

Initial conclusions prompted further study of school leadership. More discussions were held with teachers, principals, and assistant principals in 24 schools selected for diversity of location and school community, and with superintendents and other central administrators in 10 districts. In addition, 16 elementary and secondary school principals and assistants provided specific data and suggestions for new models of school organization. A survey was also conducted of a 10 percent sample of school districts in Ohio, and the five largest districts in the State not included in the sample, to obtain information on the extent of professional help in teaching provided in these districts.

This report on school leadership is based primarily on the Commission's two years of general and particular observation of how schools are run, and on the findings in these recent studies of leadership. It also takes into account several pertinent surveys and analyses by educators and other organizations concerned with public schools.

As stated in the preface of earlier reports, the group of foundations throughout Ohio that appointed and have funded the Commission have a long history of concern for public school education and a fundamental belief that results of the educational process depend in great part on the basic competence, training, and utilization of the teaching staff. They established this statewide commission of laymen for the purpose of determining ways of achieving optimum quality and use of staff and enlarging the attractiveness of teaching as a career.

The Commission represents a wide range of points of view and came together with no political intent regarding legislative courses of action. Its aim is to look generally and objectively at ways of improving public school education within the scope of its particular interest in personnel policies.

The Commission is very appreciative of the cooperation and thoughtful assistance of the many people who were consulted during the preparation of this report. It is also grateful for the special counsel of Dr. Richard A. Boyd, Superintendent, Warren City Schools; Professor Roald F. Campbell, The Ohio State University; Dr. Robert C. Hemberger, Superintendent, Mentor City Schools; Dr. Kevin Ryan, Associate Dean, The Graduate School of Education, The University of Chicago; and Dr. Richard W. Saxe, Assistant Dean, College of Education, The University of Toledo.

STEPHEN STRANAHAN
Chairman

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I The Two Major Weaknesses in Public Schools

THERE IS CONTINUING DEMAND for major improvement in the product of public schools in most areas of the country. Problems range from inability to read to student disinterest and dropout. There are exciting bright spots where schools are finding new ways of enhancing learning, but they are too few. In general there is much frustration about the slowness of constructive change despite the large amount of federal and private funds that have been expended in directed efforts to bring it about.

After two years of analysis of public schools in Ohio, the Commission on Public School Personnel Policies submits that progress is blocked by two fundamental weaknesses in the system of public education and that until these are overcome, all efforts for improvement will be seriously handicapped. Furthermore, the public itself bears a large share of responsibility for the main things that are hobbling progress, and the public can do much to correct them. Identifying basic problems is not as difficult as may be thought. Solving them will require depth of public understanding and full acceptance of responsibility for constructive action.

The greatest weaknesses in the operation of public schools are in the training of teachers and in the typical plan of school leadership. The training of teachers is generally poor both in college and during teaching. School leadership is inadequate both because there are not enough leadership people within schools and because the few we have generally lack essential training for their present day jobs. Public encouragement and support of better teacher training and adequate school leadership is the prime requisite for attainment of the public's goals for its schools.

The Commission has made specific recommendations for improving the training of teachers in its report *Realities and Revolution in Teacher Education*. The following report sets forth a course of action for providing essential organization of leadership for teachers within schools. It deals with the functions of school boards and superintendents only as they are responsible for the structure and staffing of school organization.

Teachers are the key to all we try to do for students in schools. The rest of the educational establishment exists primarily to support and serve teachers in their work with students. The support we provide in terms of physical facilities and operating funds is frequently of a high order. However, the amount of constructive assistance in teaching is miniscule, because we do not provide enough people to give the assistance. If supervision is considered as personally helping individual teachers to improve their teaching competence, we have practically no supervision of experienced teachers and very little supervision of beginning teachers in Ohio. Yet, sixty to seventy percent of school budgets are spent on teachers.

We have accepted the premise that "a teacher is a teacher is a teacher," and for the most part teachers are put away in self-contained classrooms and expected somehow or other to succeed largely on their own. This plan of organization is not producing the results we want.

This report points out the common lack of provision for school leadership in the organization plans and budgets of most school districts in Ohio. The public has a large distaste for administrative cost. This may result from fear of Parkinson's Law that jobs beget jobs or lack of facts about how schools are run. The Commission takes the position that failure to provide essential educational leadership within schools is false economy, and a disservice to teachers. The Commission hopes to bring about a better public understanding of the importance of adequately helping teachers in their work with students.

The report sets forth the needs of teachers for professional help and offers plans for meeting these needs. It defines the most important roles of superintendents and school principals and calls for action to better train them for the task of maximizing results from all of the money and effort put into educating our youth.

The Commission hopes to bring about consensus as to the basic provisions that should be made in school organization. It is not prescribing exact steps to be taken in exact order. Each district will appropriately find its own way of implementing proposals. It is hoped that each district will set long-term goals of organization and chart a course of action to achieve them. Then programs will be phased in. New plans may first be tried in one or two schools in a district, evaluated, and adjusted on the basis of results achieved.

Schools should be held accountable for what they accomplish in relation to community expectations and resources provided. However, there are right ways and wrong ways of measuring educational outcomes. Above all, meaningful measurement requires the input of all essential information. This input takes people. Furthermore, measurement is of no value unless there is leadership adequate to effect needed improvements that may be indicated. These considerations make it appropriate to deal with accountability as a first frame of reference in this report.

II Accountability ... A Caveat

THE OBVIOUS RESULT of public dissatisfaction with its schools is heightened public demand to know what we are getting for what we are doing and for the money we are spending. This is the demand for "accountability." There can be no question that it is a legitimate and appropriate demand. It has been expressed in recent legislation of the General Assembly of Ohio. There can be no question that educators must respond, not just to the demand, but because measurement of results is essential to improving the way in which students are educated. The Ohio State Board of Education, school boards, and administrators throughout the State are actively working to find the best ways of accounting for school operations.

There is one great danger in the demand for full accountability—the wrong system can be worse than what we now have. There is no point in ordering something in just to have something.

Warnings about precipitous action come from all sides. Henry S. Dyer wrote in Phi Delta Kappan, December 1970:

> "It must be constantly kept in mind that the educational process is *not* on all fours with an industrial process; it is a social process in which human beings are continually interacting with other human beings in ways that are imperfectly measurable or predictable. Education does not deal with inert raw materials, but with living minds that are instinctively concerned first with preserving their own integrity and second with reaching a meaningful accommodation with the world around them. The output of the educational process is never a 'finished product' whose characteristics can be rigorously specified in advance; it is an individual who is sufficiently aware of his own incompleteness to make him want to keep on growing and learning and trying

to solve the riddle of his own existence in a world that neither he nor anyone else can fully understand or predict.

"It is for this reason that the problems involved in developing objective criteria of professional accountability will always be hard problems. They are problems, however, that must be tackled with all the human insight and goodwill that can be mustered if the schools of this urban society are to meet the large challenges that now confront them."

James Cass in the Saturday Review, March 1971, wrote:

"As we focus increasingly on pupil performance as a measure of teacher effectiveness . . . it would be easy to forget the complexity of the learning process—that individual children are very different, that they learn different things at different rates, and that even the same child learns at a different rate at different times."

An awareness of the complexity of accountability systems also emerges from consideration of just one of the following conditions in Stephen M. Barro's "An Approach to Developing Accountability Measures for the Public Schools" in the December 1970 Phi Delta Kappan:

"Second, accountability measures are relative in that pupil characteristics and other non-teacher influences on pupil performance must be taken fully into account in measuring each teacher's contribution. Operationally, this means that statistical analyses will have to be conducted of the effects of such variables as ethnicity, socioeconomic status, and prior educational experience on a pupil's progress in a given classroom. Also, the effects of classroom or school variables other than teacher capabilities will have to be taken into account. Performance levels of the pupils assigned to different teachers can be compared only after measured performance has been adjusted for all of these variables. The statistical model for computing these adjustments is, therefore, the most important element in the accountability measurement system."

It should be pointed out that no statistical model has yet been devised for a measurement system that will satisfactorily account for all of the important variables in the process of educating public school students.

Another important consideration regarding accountability in education is that we have never been willing to put up the money to get what we want. In its first report, *Organizing for Learning*, the Commission stated:

"Today we seem to know little about the process of learning relative to our overwhelming knowledge in other fields, yet the

educational enterprise nationally invests only 0.3 percent of operational expenditures on research and development. In most school districts the percentage is probably much smaller. This is in contrast to research and development expenditures of 4.6 percent of the nation's total expenditures on health care, a rate 15 times greater."

In Ohio, the State has allocated virtually no funds for the development and testing of new ideas in education, depending almost entirely on limited federal support.

Researchers in the field of accountability see the development of comprehensive and valuable systems as long-term undertakings of several years, and it is apparent that much more manpower will be required than is now available in our schools.

This does not mean that we have to wait forever before making improvements in public school education. It does mean that we should allow enough time for the development of the kind of accountability systems that avoid potential harm to students. In the meantime, we can get about the business of doing the things that we clearly can and should do now.

School systems are being severely criticized because they have failed to perform up to expectations when much of the failure can be attributed to two things over which they have had little control, the basic training of teachers, and the basic training of administrators. Needs for improving the training of administrators are described in Chapter VI. The public supports the colleges and state universities and should look to them for their own "accountability."

A final point on accountability is the question of what we would do with a good method, if we had one. We would first have to provide the people to develop the basic data on students and teachers that the system would require. We would then have to provide the type of staff needed to help teachers produce better results. We do not have to wait for an accountability "system" to meet the needs for educational leadership. We can do that right now.

III Teachers on Their Own

A SAMPLE OF SCHOOL DISTRICTS in Ohio was asked for information on the number of teachers in their districts and the number of people within schools whose main responsibility is or could be to help teachers with their teaching. Librarians were included as teachers because they have a teaching responsibility. Principals, assistant principals, instructional specialists, master teachers, and team leaders were specified among those to be classified as being in a helping relationship to teachers. Special teachers and department chairmen were classified as teachers, because their major responsibility is usually for their own groups of students rather than for other teachers.

Districts were ranked according to the ratio of teaching leadership people in schools to the number of classroom teachers, librarians, and special teachers in the district. The median was one leader for every 22 teachers in the school year 1971. Excluding principals, however, who typically spend little time directly assisting teachers, the median was one for every 105 teachers. In five of the six largest districts in the State the median, excluding principals, was one for every 37. One-third of the districts in the sample reported that they have no staff other than principals assigned within schools to help teachers.

The small number of assistant principals provided in Ohio schools is indicated by data from "Profile of the Ohio Principal," (Research Bulletin Number 3, 1971 of the Ohio Education Association). In this survey it was found that 91.7% of elementary, 45.5% of middle and junior high, and 43.3% of high schools have no assistant principals and 7.0%, 45.1%, and 38.4% respectively, have only one assistant principal. Secondary school principals generally stated to

the Commission staff that they spend little if any time in classrooms with teachers and that their assistants spend most of their time on special student activities and discipline.

Several high school principals and superintendents have said that it would not be uncommon for a teacher to teach for as much as 20 years without having a supervisor spend a full class period in his classroom. An example was cited of a teacher with 35 years of teaching in six different districts who had never had a supervisor for a whole class period. This does not mean that teachers are not supervised in terms of such things as personal conduct, control of students, and completion of prescribed courses of instruction. It does mean that little time is spent working with them to improve teaching competence.

Although the amount of time spent on supervision gives no measure of the quality of assistance given teachers, elementary principals do appear to spend more time in classrooms than secondary principals. A 1968 survey by the National Association of Elementary School Principals shows that elementary principals spent 30% of their time on supervision. However, Patricia A. Slavin in a 1970 survey of elementary principals in the Greater Toledo area found that 48 principals in her sample spent 0-5 hours weekly in classroom supervision, 37 spent 6-10, 4 spent 11-15 and none spent more than 15.

Richard Saxe, Chairman, Department of Administration and Supervision, College of Education, The University of Toledo, wrote in the June 1972, Phi Delta Kappan:

> "I shall assert that, for all practical purposes, there is no supervision of elementary school teaching. . . .
>
> "Reports by teachers show that most of them receive no supervision at all. The young probationary teacher receives token supervision; usually it is specifically required. There is everywhere a negative correlation between years of experience and amount of supervision."

This report deals primarily with educational leadership within schools. It is important to know, however, that lack of leadership in schools is not being compensated by substantial help from central offices. City and exempted village school districts in the commission sample were asked to state the approximate number of man-days spent in classrooms helping teachers by central office personnel. For those districts where the information was available, the median ratio of man-days per teacher in the school year 1971-72 was .30. Local school districts also receive supervisory assistance from their county offices. In this instance the median including county office personnel was 1.24 man-days per teacher for the year.

These data make it clear that the basic plan of school operation places almost complete reliance on a teacher's ability to fend for himself in trying to meet the instructional objectives of his school district. The following chapter of the report deals with the fallacy of this type of operation.

Public Attitude Toward Spending For Administration

Gallup International conducts an annual poll sponsored by CFK Ltd. "to measure and to record the attitude of American citizens toward their public schools." One of the questions the public has been asked is "which of sixteen proposals for reducing costs would meet with approval and which would be opposed." Out of the sixteen proposals, the one to "reduce number of administrative personnel" was ranked as the one people would find least objectionable. The pollsters commented that: "This reaction is undoubtedly a generalized one that springs from the belief that all institutions are subject to Parkinson's Law and acquire unneeded personnel unless halted."

General fear of the proliferation of administrators may bear heavily on the public's attitude toward the cost of administration, but there is also much misinformation about administrative expenses and the Commission doubts that the public knows how relatively little is actually spent.

Data in the previous section shows how few people are employed in the administrative function of helping Ohio teachers to be better teachers. As to costs of central office administration, the Cost of Education Index issued by School Management shows that the nation's public schools will spend only 3.3% of net current expenditures for central office administration during the school year 1972-73. In the region comprising Ohio, Indiana, Illinois, Michigan, and Wisconsin, the percentage is 3.22. Transportation, capital outlay, and debt service are excluded from net current expenditures.

In the Commission's sample of Ohio school districts, the median percentage of operating dollars spent for teachers' salaries and benefits in 1971-72 was 64%. It is hoped that attention to the size of this expenditure, and the realization of how little is provided to assist in making it fully productive, will lead to a change in the public's attitude toward spending for administration.

IV The Profession of Teaching

Professional development is an exciting challenge of the true professional and it is important to consider certain unique characteristics of teaching which need to be taken into account in providing full opportunity for the professional development of teachers.

Interaction

A fundamental characteristic of most professions is interaction among professionals. Doctors, lawyers, architects, and engineers rely heavily on constant exposure to others in their professions to test ideas, exchange information, and sharpen skills. There is a great lack of professional interaction in most school settings because of the way each teacher is left alone with his students. An important function of school leadership should be to provide the opportunity for interaction among teachers and assure its viability.

Choice of Practitioners

Unlike the situation with other professions, parents have little choice of practitioners for their children, and teachers for the most part do not have to rely on the demands of the marketplace to fill their classrooms. There must be educational leadership within schools that will provide the stimulation that derives from competition in other fields.

Measuring Results

There is another aspect of teaching that sets it apart from other professions and that is the difficulty of measuring results of teaching in terms of the learning of each student relative to his ability to learn.

It is too easy to "get by" with poor teaching. The patient does not die, the case is not lost in court, the bridge does not fall down. A child may just undramatically coast through, develop an aversion toward learning, or drop out with few ripples on the professional scene.

Personal Relationships

A further special characteristic of teaching is the importance of the personal relationship between practitioner and client, in this case the student. Bedside manners and salesmanship are obvious advantages in other professions, but skill in the mechanics of the trade of doctor, lawyer, or engineer, frequently substitute for them. There is no substitute in teaching for effective personal interaction between teachers and students. Its acquisition and maintenance usually require objective help from others, including students themselves, and knowledge of the way students perceive teachers.

Flexible staffing and team teaching can provide important opportunities for teachers to observe each other in their direct dealings with students and can have highly beneficial rub-off effects. Arrangements can also be made for teachers to visit the self-contained classrooms of other teachers. One of the archaic aspects of many schools, however, is the fact that the latter procedure is seldom followed.

As helpful as peer influence can be, overcoming personal habits that interfere with constructive communication between teacher and student, and improving skills of relating to students and stimulating constructive response, are usually difficult undertakings. Few people can succeed on their own. There are many techniques for assessing verbal and non-verbal interaction, some of which are described in the Commission's report *Teacher Evaluation To Improve Learning*. An important function of school leadership should be to help teachers assess their interaction with students and to find ways of effecting improvement.

Special Skills

Teaching should be accorded professional status to the extent that teachers have a special body of knowledge about subject matter and the way people learn, and possess special skills in helping students to learn. The teacher's job has been importantly redefined in recent years with emphasis upon developing positive student attitudes toward learning, critical thinking, and skills of inquiry. Teachers who fully understand and accept these demanding objectives usually see the need for help, particularly in the area of individualized instruction.

Individualization of instruction goes way beyond achieving a one-to-one or a one-to-five relationship of teachers and students. It

begins with effort to determine the learning level of each student in each subject and the setting of specific learning objectives for each student to be reached within a given period of time. Learning programs are established and then carried out to meet objectives, and their attainment is measured to determine the next steps in the learning process.

Individualization of instruction is a highly complex undertaking because of the variety of students and ways of teaching them. Teachers need to share knowledge of students and methods with their peers and need expert and continuing counsel in student evaluation and program planning. This is a clearly indicated responsibility of school leadership and is basic to any meaningful accountability for school performance.

V A Plan of School Organization

THE SOLE PURPOSE of schools should be to educate students. Teachers are the chief educators and their commitment to quality education is fundamental to success in fulfilling the purpose of all schools.

The plan of organization of any school should be built upward from the heart of the operation—that is it should be based upon the needs of students and on the needs of committed teachers for help in their work of educating students. Students need to be understood, to be encouraged to learn, and to be provided with the means for learning. Teachers need continuing help primarily in: (1) subject matter and its effective presentation, (2) perceiving student learning levels, establishing learning objectives, planning and guiding the learning process, and measuring results, (3) perfecting verbal and non-verbal interaction with students, (4) recognizing and understanding needs of children with special emotional and cognitive problems.

These needs have been identified in conversation with professors of education, supervisors, and teachers, as well as in the literature of teaching. A recent survey of the Division of Instructional Professional Development of the National Education Association further reflects the opinions of teachers. Among key problems identified by teachers in the survey were "diagnosing student learning problems" and "measuring and reporting student achievement." Furthermore, the need for more help from principals, administrators, and specialized personnel was rated highest on the list of needs for help.

Principles of Organization

There are certain basic principles generally recognized as essential to the success of all organization planning. These are:

1. Plans of organization should be individually tailored to the particular needs of each institution, in this case both the school and the school district. There is no model that is applicable to all situations.
2. Plans of organization should be well-defined with duties and responsibilities clearly stated and lines of communication and authority plainly established.
3. Organization plans should be given ample time to succeed but should be promptly altered to correct for deficiencies and new needs. A fine balance has to be maintained between shooting down new ideas too quickly and holding on too long when plans fail to produce desired results.
4. Planning should be carried out with realistic acceptance of the probability that no perfect plan of organization has ever been devised.
5. Organization planning should be continuous. Planners should continually do three things: look for important new areas to be covered, adjust new plans in the light of actual experiences, and prune out functions that have become obsolete.
6. It should be universally understood that an organization exists only to accomplish the purposes of its institution, not to serve the personal interests of its members.

A simple rule of thumb in assessing parts of an existing organization is to ask three questions about any position. "What is he doing? Why is he doing it? What would happen if he just did not do it at all?"

Common Mistakes in Organization Planning

Two cardinal mistakes are frequently made in organization planning. The first is to let the present structure and the ability of people who are presently available become the framework for planning. In particular, there is failure to redefine jobs because of the inability or unwillingness of incumbents to play new roles. This is especially true in school systems where there is reluctance to demote administrators. Too often the incumbent just stays until he retires or is laterally passed or moved upstairs into a position for which he is no better suited. Obsolescence of skills or attitudes should not be permitted to slow the dynamics of an organization even for a year or two until retirement may correct a poor situation.

The second mistake is to let the present availability of funds condition the minds of the planners. It is, of course, true that a plan of organization may be only wishful thinking if money is not

available for it. It is equally true that the ideal plan may never be conceived as an ultimate goal, if thinking is initially limited by financial constraints.

Once desirable plans of organization have been established they become the guidelines in future selection of people, a goal toward which management works. They also serve as an impetus for finding money, perhaps by eliminating unnecessary functions, consolidating positions, reordering priorities, or convincing the public that it is prudent to provide means for getting a greater return on dollars already being spent.

Providing Direct Assistance to Teachers

The following plan of organization starts with students and teachers and provides for the direct organizational help required by teachers in their work with students. Coordination and direction of the entire school organization by the principal and the major role of the superintendent are then considered in relation to the basic function of schools.

Group Leaders

The first step in meeting the needs of teachers for help in all areas of their work is to provide them with leaders who are responsible for a group of teachers small enough to permit continuous in-depth assistance. It is general practice in most organizations to have a leader for every six to ten people. In view of the complex and critical nature of teaching, this concept seems of greater importance in schools than in many other situations.

Many secondary schools have department chairmen and in some schools they are given periods of released time for subject work and classroom guidance of teachers, mostly beginning teachers. In others, they have no released time and departmental work is limited to clerical functions and reviewing and distributing data to members of their department.

Even with released time, department chairmen are considerably limited in their ability to provide the type of help needed by their colleagues. In particular, they tend to be naturally preoccupied with their own teaching responsibilities. Furthermore, the rigidity of teaching schedules usually limits department chairmen's ability to cover a satisfactory range of other teachers' classes even though they have released time. The following plan of group leadership presumes the elimination of the present function of department chairman.

It is proposed that leaders be assigned to groups of approximately six teachers in both elementary and secondary schools. In flexibly staffed schools they will be the team leaders. They will be assigned by age levels in elementary schools and broad subject areas such as science, English, and social studies in secondary schools. Group

leaders will spend all of their time in classes and planning meetings with teachers, but with no final responsibility for a particular group of students as is now the case with department heads. They will, however, assume a teaching load as part of a team or assisting an individual teacher. Group leaders will receive appropriate extra compensation for their added duties and responsibilities.

A major responsibility of group leaders will be to help teachers in the area of individualizing instruction. This is a complex and developing process, as previously indicated. Teachers need counsel on their perceptions of individual students and their interpretation of test data. They need help in setting objectives for students, planning individual learning programs, and measuring achievement. They also need to work closely with other teachers to share knowledge of students and exchange ideas for program development. Furthermore, there should be flexibility in student assignment to teachers to meet special needs of students. These things call for a special type of educational leadership that is not found in most schools.

Another major concern of group leaders will be subject matter and its presentation. Teachers have personal responsibility for searching for new knowledge in their subject fields and keeping up to date on teaching methods. At the same time it behooves school administration to assist them in this effort and to see that there is continuous and free exchange among teachers within a school as well as within the district. The use of subject specialists for these purposes is proposed in the following section of this chapter.

Group leaders will be key members of the instructional cabinet of the school principal and work with him in defining the objectives of the school and evaluating the school's performance in meeting them. Their specific leadership responsibilities will be to:

1. Keep informed of standard tests of student achievement and of developing methods of assessing student learning levels that go beyond standard tests.
2. Counsel with teachers on their assessment of students, and on their objectives for students.
3. Counsel with other group leaders on assessment of needs of individual students.
4. Assist teachers in planning learning situations to meet individual student needs.
5. Work directly with selected groups of students to assist teachers in special situations and to evaluate programs in terms of student response, with particular attention to slow learners and underachievers and the special needs of fast learners.
6. Conduct workshops for teachers on individualizing instruction and see that other teachers' knowledge of students and the advice of counselors, psychologists, and visiting teachers is

fully utilized by classroom teachers in planning for individual students.

7. Assess needs for subject specialists and recommend their appointment.
8. Counsel subject specialists on their work and assist in their relationships with other teachers.
9. Evaluate results achieved by subject specialists.

Ways can be found to offset part of the added cost for group leaders. In the first place, their actual teaching assistance will be an important factor in determining the total number of teachers required, since group leaders will carry part of the actual teaching load. Furthermore, the cost of released time for department chairmen will be eliminated. In addition, two other areas of work should be carefully examined, both from the standpoint of cost and educational value. These are the use of substitute teachers and study halls.

In the Commission's sample of Ohio school districts, the median ratio of substitute days to total teacher days for districts with available information, was one substitute day for every 31 days of regular teacher time in the school year 1971-72. In the largest district in the sample, the ratio was one to 12, and ratios for three other of the six largest districts in the State were one to 14, 18, and 44. Pay for substitutes in the sample of districts ranged from $18.00 to $28.00 per day.

Substitutes are not only costly, but in many instances their services are of little value and in some cases may actually cause harm. Frequently they just keep students busy with make-work programs that contribute little to student progress. They may also provide an opportunity for students to waste time in testing out the ability of substitutes to control their classes.

Group leaders should not become or be viewed as convenient permanent substitutes. On the other hand, there will be many instances where they can substitute for a teacher to the advantage of both students and themselves. They will be familiar with the students and the work programs in their groups and substituting will give them a further opportunity to assess the progress of their teachers.

One of the greatest wastes of professional talent occurs when teachers are used to monitor study halls. It is also questionable whether study halls provide a practical setting for the learning of most students. One of the by-products of individualized instruction under the direction of group leaders can be more meaningful independent study in a variety of settings and reduction of the need to herd students into large study halls and provide supervision for them.

Subject Specialists

It is too much to expect present department chairmen or proposed group leaders to keep abreast of a variety of individual subjects in a broad field such as science. This could be equally true in English, social studies, and foreign language. It is proposed that when needs are identified for research and special help in a subject field, a teacher be selected to provide this assistance in addition to a regular teaching assignment. In science, these teachers could be specialists in physics, chemistry, and biology; in social studies it could be government, history, geography, and economics; in English, drama, poetry, and composition. In elementary schools, subject specialists may be needed in language arts, mathematics, science, and social studies.

Subject specialists should be selected on the basis of their subject knowledge and their capability and interest in the type of work required. They may or may not be the best all-around teachers, but their value will lie in their subject knowledge and their perception of the most helpful ways of presenting it to most students. Subject specialists should be given sufficient released time to perform their work satisfactorily and should receive extra compensation commensurate with amounts paid for other special work within their district. This compensation would be for assumption of special responsibility and duties and for the added time that will be required beyond school hours.

Major activities of a subject specialist in his field will be to:

1. Keep current on research and writings.
2. Assess new textbooks and instructional materials.
3. Counsel with individual teachers on subject presentations, including use of materials.
4. Assist teachers in selecting means of testing subject knowledge and coordinate testing.
5. Conduct workshops for teachers.
6. Act as liaison with central office and other curriculum specialists.
7. Plan and coordinate student trips to centers of information.
8. Secure services of community resource people for special work with students and teachers.
9. Coordinate work of teachers in curriculum revision.
10. Coordinate recommendations of teachers for new texts and materials.

Coordinator of Curriculum (Secondary Schools)

One of the most encouraging aspects of current steps to improve education in our public schools is the effort to make curriculum relevant to the interests and needs of today's students. This is evident at both elementary and secondary levels. At the latter it is particularly notable in new course offerings, change in length of courses,

and a freedom in selection of courses that cuts across grade levels.

Teachers, subject specialists, and group leaders will all be concerned with improving curriculum and adapting it to the special needs of students. In elementary schools this work can be coordinated by the principal through an instructional council. At the secondary level, with greater complexity of courses, the leadership and counsel of a specialist in curriculum planning can be of considerable assistance. There is also the need to coordinate curriculum offerings so that they best serve the total needs of the school community within budget limitations.

It is proposed that each secondary school have a full-time position of coordinator of curriculum. In small districts it may be appropriate for the work in junior high or middle schools to be combined with that in the high schools.

Major activities of a coordinator of curriculum will be to:

1. Keep informed of the special subject interests and capabilities of teachers and counsel on appointment of subject specialists.
2. Continually assess the value of the assistance given by subject specialists to teachers.
3. Assist subject specialists in establishing and maintaining constructive working relationships with teachers.
4. Plan and schedule workshops for teachers with group leaders and subject specialists.
5. Stimulate interest in curriculum revision and keep abreast of important developments nationally.
6. Act as liaison with the central office on curriculum development.
7. Oversee the establishment and operation of curriculum committees.
8. Coordinate curriculum revision to best meet the total needs of the school community.
9. Coordinate curriculum planning with the planning in other schools from which students may come or to which they may go.
10. Prepare the total school budget request for educational materials with assistance of group leaders and subject specialists.
11. Supervise the inventory and protection of materials.
12. Exercise budgetary control over materials expenditures.
13. Recommend best use of physical facilities for instruction together with needed changes in facilities and counsel on design of new facilities.

Assistant Principal, Group Instruction

Teachers need help in their personal manner and methods of communicating with students. This is not only needed by new teachers but by teachers with many years of service. Effective com-

munication with groups of people requires alertness, discipline, and enthusiasm. These are attributes which are typically dulled in the course of repetitious experience. Even the finest performers in the theatre periodically rehearse their shows during their runs. Changes in the characteristics of students may also call for difficult adjustments in teaching style.

Success in helping teachers in their interaction with students will depend to a great extent upon the desire of teachers to improve themselves and upon elimination of constraints that inhibit acceptance of help. The way in which most teachers began their careers conditioned them to resist assistance. For the most part they have had to find their own way after a very short period of supervised practice teaching. They were given little constructive help and, having survived feelings of frustration and inadequacy, they now feel threatened by outside interference in their professional tasks.

The best starting point in helping teachers in their interaction with groups of students may be to encourage self-analysis in the hope that this will lead to a desire for help. This may be accomplished in a number of ways. One is to suggest that teachers find out for themselves how students perceive them. This can be done by means described in *Teacher Evaluation To Improve Learning*. Teachers can also be encouraged and aided in videotaping their classroom experiences. As in the case of student perceptions, the review and analysis of performance may be a private exercise involving only the teacher.

It is proposed that help to teachers in their communication with students be provided by a specialist in this field. His qualifications would be personal ability to demonstrate effective ways of communicating; ability to gain the confidence of teachers; and knowledge of techniques of assessing behavior of teachers in terms of positive and negative effect on students.

It is also proposed that the specialist in communication occupy the position of assistant principal in the school. His overall concern will be the total climate of the school in terms of student attitude, which basically stems from relationships between students and teachers. He will not be the receiver of special discipline problems, but will be concerned with the things that prevent problems from developing.

Time requirements for help will vary for each teacher and the amount of time made available should ultimately be based upon perceived results. As a start, it is suggested that the average teacher be given a minimum of 24 hours of counsel each year. Included in this time will be the opportunity for the counselor to spend at least one complete teaching day with each teacher to assess the teacher's reactions to the impact of a full day and a variety of student groups. Part of the counseling will be done with the teacher outside of class.

In addition to working directly with individual teachers, the assistant principal will conduct group meetings of teachers for exchange of ideas and experiences. This should also be helpful in reducing the resistance of teachers to this kind of help as they share their problems and see it as a school-wide activity in which everyone is receiving help. The assistant principal, group instruction should be allowed time for research, visits to other schools, and attendance at meetings outside the district. It is estimated on this basis that one specialist will be required for every fifty teachers.

There are alternative ways of providing the needed services in schools of less than fifty teachers. One is to assign the responsibility to the principal. In schools with 15, 20, and 30 teachers, this would mean that the principal would devote approximately 25, 35, or 50 percent of his time to working directly with teachers on their interaction with students. Success of students and teachers in the classroom will probably reduce many of the other demands on his time, particularly those related to discipline. Another alternative is to share assistant principals among two or more schools.

Major activities of an assistant principal, group instruction, will be to:

1. Keep informed of techniques of group communication that have demonstrated benefits.
2. Keep informed of techniques of assessing verbal and non-verbal interaction of teachers and students.
3. Demonstrate effective group communications for the benefit of teachers in their classrooms.
4. Assist teachers in improving their performance, using methods such as micro-teaching, interaction analysis, non-verbal behavior analysis, and videotaping.
5. Assist teachers in securing student perceptions and encourage teachers' regular use of student perceptions.
6. Conduct group meetings of teachers for demonstration and discussion of techniques of communication.

School Psychologist

The State Board of Education has established certain organizational guidelines for Ohio schools in its 1964 publication "The Organization of Pupil Services." Included in the guidelines are "Functions of the Psychological Services Staff."

The State Board recommends that there be at least one school psychologist for each 2,500 children enrolled in a school district. It appears that few school districts in the State meet this standard.

It is probable that in a district that provides minimal psychological services, attention will be limited to the most difficult cases of retardation and emotional disturbance. Little may be done about the

opportunity for professional service to a much wider segment of the school community.

Many teachers seem innately gifted in understanding the psychology of individual students, but are largely on their own as they work to broaden this understanding. Many other teachers seriously lack perception of student personalities and some act on convictions that have little basis in knowledge of human characteristics. The greatest harm may be caused by the "amateur psychologist," guidance counselor as well as teacher, who goes beyond his competence and tinkers with the minds and emotions of students.

The right type of school psychologist should be able to provide continuing inservice training to teachers that would be of great value in terms of their understanding of students and their ability to motivate them.

Many school districts have special programs for students at the top and bottom of the ability ladder. The gifted are challenged with advanced programs and the handicapped are provided with special resources. In the middle are many underachievers whom we always hope will be late bloomers, but we do relatively little to provide the nutrient that might assure the bloom. Motivation of underachievers could be one of the most productive areas for joint research by teachers and school psychologists.

Poor attendance, failures, and dropouts are key problems in many schools. The Commission has not examined the important role of visiting teachers who perform social service in the homes of students, because this is a highly specialized and complex field that goes beyond the fundamental activities of teachers in schools. It seems apparent, however, that the more teachers understand family and community backgrounds, the better they will meet special needs and heighten the appeal of school to critically disadvantaged students. Here again, a school psychologist with appropriate training should be able to provide much valuable support to teachers and school administrators.

The effective prevention of antisocial behavior calls for more than classroom teaching about social relationships. It requires early identification of influences in a student's total society and background that may be the cause of such problems as delinquency and aggressiveness. There is much that can be done by a school psychologist in seeking better corrective measures for antisocial behavior than suspension and other typical penalties.

The full value of providing psychological services cannot be adequately measured until there is a ratio of psychologists to students low enough to provide time for meaningful counsel with students, teachers, and parents. Guidelines of the State Board of Education call for at least one school psychologist for every 2,500 students, as previously indicated. The National Association of

School Psychologists has stated that ideally, there should be one school psychologist for every 500 children, but at least one school psychologist for every 1,500 children. Several school principals have recommended a ratio of one to 1,000. The Commission proposes that controlled experiments be conducted within school districts under which psychologists are assigned to groups varying in size from 500 to 2,500 students and that the desirable number of psychologists be determined by an evaluation of apparent results.

The enlarged scope of work proposed for school psychologists calls for greater breadth of training than many present school psychologists have received because their roles have been confined largely to testing mental capability or, in the case of clinical psychologists, to therapy for students with extreme difficulties. As the number of psychologists is expanded, emphasis should be placed upon their training and interest in the processes of learning, maturation, and personal and social adjustment, and in the psychology of individual differences. Furthermore, the ability to inspire the confidence of both students and teachers is obviously an overriding qualification for the type of school psychologist needed in general education.

Guidance Counselors

The guidelines of the State Board of Education call for at least one guidance counselor in each secondary school building and at least one full-time counselor for every 300 pupils. The actual number and use of guidance counselors varies extensively throughout the State.

The Commission makes no recommendations on the use of guidance counselors but suggests that school districts seek answers to the following and other pertinent questions in determining the priority that should be given guidance counseling in staffing a school.

1. Could group leaders who are mainly concerned with individual student progress provide the best educational and social counsel to students?
2. Could group leaders be the most helpful student advocates in critical relationships with teachers?
3. Can subject specialists help to make learning more relevant to students and assist in exploration of vocational opportunities, using community resources and developing work-study programs?
4. Does the availability of computerized data on colleges and universities reduce the need for counseling on post high school education?
5. Is the preparation for guidance counseling adequate for difficult counseling situations or do these problems require the type of training that a school psychologist should have?

It may be that much of the need for guidance counseling can be met by teachers who are adequately helped to understand and relate to students and by highly trained group leaders and psychologists.

The Principal

The objective of the proposed plan of organization is to meet the needs of students and the needs of teachers for help in providing the best possible learning situations. The ultimate success of the plan will depend upon the role given the principal and his ability and training to perform it.

In considering the role of school principals in its report, *Teacher Evaluation To Improve Learning*, the Commission stated:

> "These administrators are frequently viewed as over-worked individuals, harassed by unruly students, unreasonable parents, and temperamental teachers, and bogged down in a maze of bus schedules, maintenance problems, and central office reports. Some teachers rate principals primarily on their ability to get supplies and keep the building warm."

A recent report by the Academy for Educational Development, Inc., *Leadership in Public Education Study—A Look at the Overlooked*, says this about principals:

> ". . . The system of public education is such a large operation that it is extremely difficult to fasten on a point of entry to attain improvement. But standing as he does at the schoolhouse door, the principal is easily identifiable as the key determiner of climate in the school.
>
> "Large sums of money have been spent to revise the curriculum, change the organization, construct new kinds of school housing, encourage community control—to name a few innovations. In each instance in our opinion, the key figure—the school principal —has been overlooked. . . ."

The Leadership Study opens important new horizons for the long term general training of principals. The Commission pointed to immediate steps that should be taken to improve their leadership skills in its report on teacher evaluation. This present report deals with how we can organize schools *now* so as to best utilize existing talents of teachers and principals.

First and fundamental steps in assuring an effective principalship are to delineate those things which a principal should delegate to others, provide competent manpower to get them done, and employ principals who are willing to delegate. The problem of willingness to delegate is often a key issue. "If I do it, I know it is done." "If someone asks me a question, I want to be able to answer it." "I am responsible for the thousands of dollars in the activities accounts,

and if I approve the requisitions and sign the checks, I can protect myself." These motivations often make clerks out of principals. Sometimes they may be happy clerks because tangible things are accomplished each day in contrast to the frequent frustrations of problem solving in the education of students.

It is proposed that a principal in a school of 1,000 or more students be provided with two assistants to whom he would delegate responsibility for activities that are not directly related to student learning. One will be a business assistant with responsibility for finance and accounting, including special accounts; clerical and secretarial personnel and operations; purchasing; inventories; liaison with the central office on transportation, custodial services, maintenance, and food service; district, State, and federal reports; preparing data for grant requests; and budgetary control. The other will be a coordinator, co-curricular activities and community relations with responsibility for arranging athletic, social, artistic, club, and other special student activities; P.T.A. programs; media relations; newsletters; communication with community groups; and visitors.

It is also proposed that a principal in a school of 1,000 or more students be provided with a dean who will have responsibility for attendance; student records; relations with police and juvenile authorities; building protection; student health and welfare; discipline; guidance services; and family services.

The three positions proposed will require the support of staff assistants of a type and number determined by the actual size and special characteristics of each school.

A guide for providing educational leadership in a school of 1,000 students is shown in chart form in Figure 1. It provides for the proposed positions in support of teachers and the principal.

In the case of schools smaller than 1,000 students it will be possible to combine activities under fewer heads. For example, the business assistant and assistant principal may divide the responsibilities of the coordinator of co-curricular activities and community relations.

There are many small schools in the State where, of course, the plan of organization in Figure 1 is only partly applicable. In these schools, it is probable that curriculum planning and development will be carried out largely by the principal and his group leaders. The principal may also take the responsibility for working with his teachers in improving their skills of communicating with students. If the principal does not have the time or particular capability for the latter, an assistant principal should be provided to carry out the function in each of several schools, as previously suggested. School psychologists would similarly serve a group of schools. Every small school principal, however, should have a strong administrative assistant who will relieve the principal of administrative detail in

A Functional Guide
for Organizing Educational Leadership
School of 1,000 Students

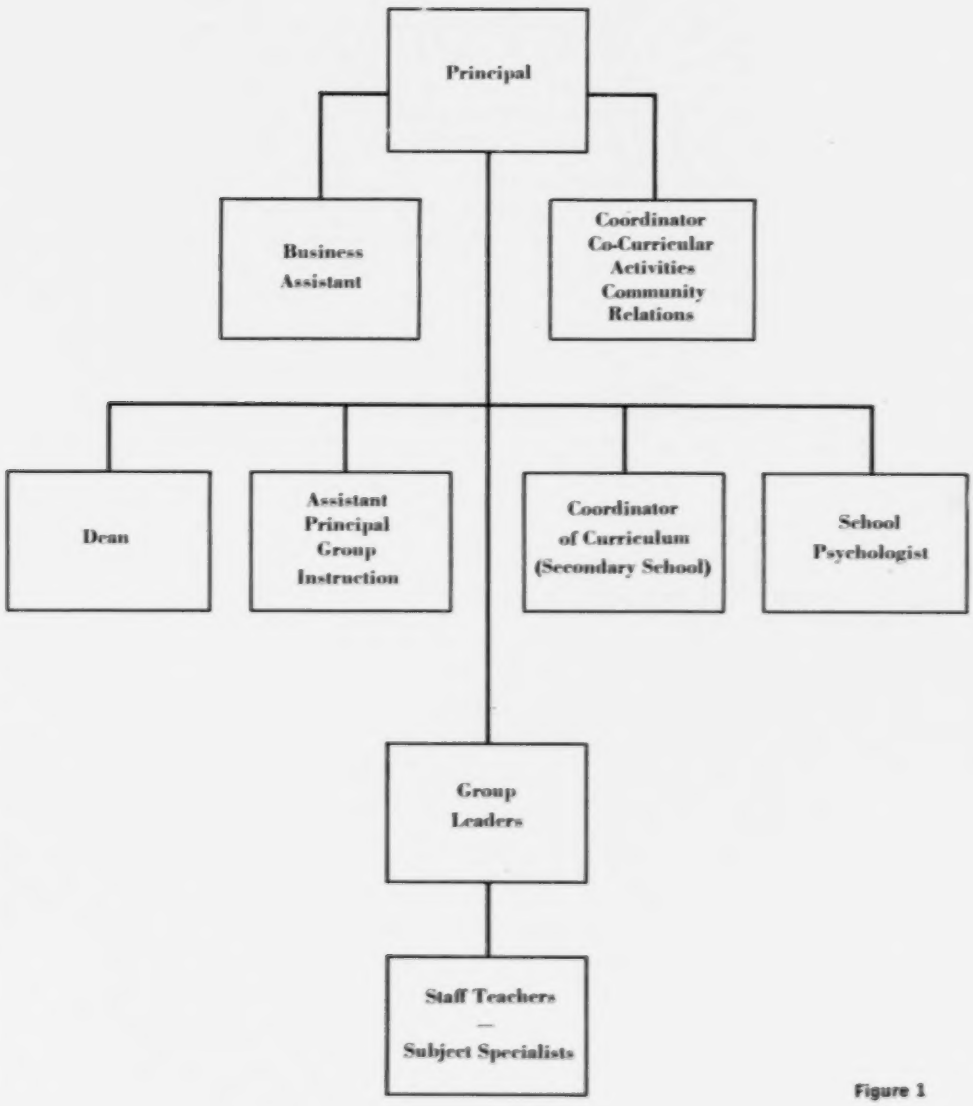

Figure 1

connection with business affairs, co-curricular activities, student records, and community relations. The important thing is to organize all schools so that principals can concentrate on the main business of their schools which is helping all students to learn up to their capacity.

The principal will carry out his function of educational leadership primarily by the right selection of teachers, subject specialists, group leaders, coordinator of curriculum, and assistant principal, group instruction; by effective assignment of all teachers to produce the best mix of talents and personalities; by matching his schools' educational program with the needs of his community; and by evaluating results to guide future educational decisions.

The principal should spend at least half of his time in the classroom or in conferences with teachers. He needs first hand knowledge of the learning situation in his school, personal exposure to his teachers in action, and the opportunity to observe the way his supervisors perform in their work with teachers.

Many specific techniques for helping teachers improve their performance are set forth in the report *Teacher Evaluation To Improve Learning*. A plan for the principal to coordinate this work and maximize its effectiveness is presented in the Appendix of this report. The proposed periodic review of progress with each teacher and the feedback of teachers regarding the help they receive will be a material aid in evaluating the principal's management program as well as the capability of his teachers.

Cost of Strengthening School Organization

If student learning is materially improved as a result of increasing educational leadership and fully capitalizing on present school costs, the social gain will clearly justify added expense. The gains to school communities will include reduction in the very real cost of student failure.

This report has presented concepts of organization that appear sound based upon the complexity of the teaching task. It has not been proposed, however, that any one plan of organization be immediately adopted in all schools. One reason for not doing so is the time that will be required for the selection and training of people for new roles. For example, the provision of manpower to relieve principals of administrative detail will not in itself make more educationally productive principals, as some school districts have already found out. Little will be gained unless principals have the ability, training, and desire to be constructive educational leaders.

Another consideration in implementing change in school organization is the need for experience with different plans as a basis for determining the amount of added cost that is actually required. In the case of group leaders, for instance, it is necessary to determine

the full effect of their own classroom teaching on the number of teachers required; to experiment with different ratios of group leaders to teachers; and to determine savings that may be realized in use of substitutes, guidance counselors, and study halls as well as by elimination of department chairmen.

It is hoped that self-interest will move many school districts to take independent action to test ways of improving the organization of their schools and that results achieved will be an important guide for other districts. Many school systems, however, may find it difficult to secure adequate local funds for meaningful testing of new plans of school organization. It is proposed that the State assist in the effort to improve the organization of schools by providing funds for pilot programs to test new plans.

When it is demonstrated that changes in school organization directly benefit the learning of students, provision of manpower essential to the attainment of desired results should be required in all school districts. New plans of funding public school education should take into full account the effect of school organization upon equality of educational opportunity.

It is proposed that pilot programs for testing plans of school organization be established on the basis of requests submitted by school districts to the State Department of Education. Proposals should include specific procedures for evaluating results of programs. State funds should be appropriated for this purpose and the State Department should allocate funds so as to assure appropriate distribution of pilot projects in terms of geographic location and the density and socio-economic characteristics of population.

Inservice Training

There is general agreement about the need for more and better inservice training of teachers on a continuing basis. The type of school organization proposed in this report will provide the means for accomplishing much of the inservice training that is required. The group leader, subject specialist, coordinator of curriculum, assistant principal, group instruction, school psychologist, and principal, will all perform essential training functions. Furthermore, the training they can provide will be in an on-the-job setting which should be the most beneficial. The cost of the organization proposed should therefore be weighed against expenditures of other types that might be made for training teachers.

The Superintendent

School district superintendents occupy one of the most difficult positions in government. They are not elected by the public, but they are subject to most of the public pressures of an elected official and they often manage the largest budgets in their city or village area. The

current operating budget of the Mayor of Cleveland is $95,397,907, and current operating budget of the Superintendent of Cleveland Public Schools is $137,374,924.

Some people take the position that superintendents should be business and political administrators rather than professional educators. The analogy of the successful hospital administrator who is not a doctor is often cited and it can also be pointed out that the mayor of the city can hardly have professional expertise in all his areas of concern such as crime, fire, welfare, street maintenance, and land use. It has been said that what we need for a superintendent is a good "executive."

The Commission takes the position that the management of education is a very unique function that calls for leadership at all levels to be focused primarily on the characteristics and needs of students and the provision of optimum learning situations for students. Education is a complex yet highly specialized activity and it seems essential for the superintendent to be the professional leader of the professionals on his staff. His professionals will have special knowledge and skills that exceed those of the superintendent, but all knowledge and skills are brought to bear on one object, the learning that takes place in the superintendent's schools.

A superintendent is accountable for the district's use of public funds, but it is important to keep in mind that the large bulk of school district expenditures is for something that cannot be easily managed according to standard procedures of cost control. The biggest element of cost is for teachers where the basis for control is knowledge of the needs for teaching and of the outcomes of teaching. Assessment of the latter requires a high degree of professional knowledge.

A superintendent is highly dependent upon public attitude toward the school system for general as well as financial support. Here again, professional leadership is required because nothing enhances school-community relations more than a high level of enthusiasm about the way students are learning in schools, together with clear explanation of the cost of success.

The singleness of purpose in schools enables the head man to concentrate on the fundamentals of what goes on in his organization to a much greater extent than in many other institutions, and puts a premium on professional competence in so doing. Obviously the superintendent manages the student-teacher relationship with the help of many people, but he should have two major qualifications: a thorough grounding in the characteristics of students and teachers and in the process of learning; and the ability to select qualified professional staff and to motivate and evaluate their performance.

Decentralization of School Management

Donald A. Erickson, writing in the Elementary School Journal, October 1964, had this to say about the school of the future:

> "There will be a marked decentralization of school districts, I think, at the level of the individual school. The principal . . . will have a budget of his own and much freedom to apportion it. He will have much jurisdiction over the assignment of staff. It will be within his discretion to decrease the number of teachers and increase the number of counselors. He may decide to spend less on books and more on field trips. He may institute his own work-study program with the help of the printing firm down the street."

There is little question about the wide differences in school communities within many school districts. This will accelerate as school districts are consolidated to achieve economies in central office administration and as the process of achieving equality of educational opportunity for all students gains momentum. Differences in school communities can best be accommodated by vesting in the principal adequate authority to structure the program of his school to meet the real needs of his community.

The most important authority that principals should have is the right to select their own teachers from candidates presented by the central office and to refuse transfers from other schools. There may be cases where principals will willingly accept transfers, but the too common practice of shuffling incompetent teachers from school to school is a great disservice to students and in the overall, to the teachers themselves. Principals should also be supported in their recommendations regarding the continuation of teachers' services.

It has been previously stated that teachers' commitment to quality education is fundamental to success in fulfilling the purpose of all schools. A main function of the principal is to see that his school is staffed with teachers who have this commitment and a high level of teaching competence.

It is a well-accepted principle of organization that no supervisor can be held accountable for the results of his operation unless he has adequate authority in choice of personnel. The cry for accountability of schools will be hollow unless principals are given this authority. Obviously, they must first be qualified to receive it.

Teachers and Administrators

There is an alarming gulf between teachers and administrators. It is evident in expressions of distrust and frustration on both sides as well as frequent lack of professional respect for each other. The gulf probably stems in part from the relative newness of formal collective working arrangements between teachers and their districts,

but also from the lack of adequate preparation of many teachers and administrators for the problems and challenges that face public schools today. In any event, the gulf can only hurt students and retard teachers' attainment of optimum professional status.

Boards of education, administrators, and teachers all share the responsibility of bringing about the type of professional cooperation that is needed if schools are to reach their potential in terms of student learning. Success will depend in great part, however, upon the ability of principals to provide the environment essential to the development and full utilization of teaching skills. Principals appear to be the key to closing the gap between teachers and administrators as well as any gap that may exist between the public and the entire school establishment. The critical nature of their roles calls for great care in their selection and training.

VI Training School Leaders

MUCH HAS BEEN WRITTEN about the training of public school administrators. The end result has been a voluminous body of literature and little evidence that anyone has done much about it. It is time to act on needs that can be clearly identified and achieve results that seem attainable.

A recent report of the Center for Advanced Study of Educational Administration at the University of Oregon, *Elementary School Principals and Their Schools*, includes the following specific findings:

> "In colleges and universities the preparatory programs for the elementary principalship appear to be relics of a past age. Course content seems to emphasize studies 'about' education. There is little evidence that any real consideration has been given to the experiences that will develop in prospective elementary school principals the knowledge, skills, and critical insights needed to assess the consequences of alternative strategies. Internships and field experiences are poorly developed or nonexistent in most states. . . .
>
> "The largest number of problems identified by principals involves their difficulty in establishing and maintaining successful human relationships. Present preservice programs for elementary school principals place little emphasis on the development of skills related to effective communication and the establishment of productive relationships with the diverse elements of the school and community. . . .
>
> ". . . They need greater opportunity for mastering the skills of supervision, the techniques of teacher evaluation, the processes

of group decision-making, and the technicalities involved in maintaining morale.

". . . The majority of principals are confident of their ability to oversee the routine operation of their buildings, but relatively few have any degree of confidence in their ability to assume a leadership role in instructional improvement. . . ."

The Commission submits that the training of school leaders is one of the most pressing problems in public school education. Three things are needed: (1) Agreement on the kind of training leaders should have. (2) A complete restructuring of the basic plan of training. (3) Requisite skills within the training institutions.

The Commission takes the position that the fundamental tasks of school leaders can be clearly identified and that the basic equipment a leader needs in order to accomplish these tasks can be clearly set forth.

The basic objective of any school should be to develop the ability of students to learn those things that they individually need to learn in order to be constructive, well-adjusted, and productive members of society, and to develop this ability up to each student's capacity to learn. The fundamental task of school leaders is to bring about the optimum learning relationship between students and teachers. Results in other areas are generally by-products of success or failure in creating the right learning situations in a school.

The Commission's report, *Teacher Evaluation To Improve Learning*, says the following:

"Indications are that much of the effort of principals in the important areas of community relations, student discipline, and faculty morale is of a fire-fighting nature. More attention to the root of everything that happens in a school—relationship between student and teacher—could prevent many fires from starting. The greatest boon to community relations is students who are being effectively led by teachers, the greatest lift to faculty morale comes from satisfactory relations with students, and problems of discipline can best be prevented or remedied in the classroom."

Needs

The basic equipment required by educational leaders is:

1. Knowledge of developing methods for measuring learning levels of each student, meeting individual needs for learning programs, and measuring student progress in attaining higher levels of learning.
2. Understanding of individual differences in students with respect to emotional development, security, and motivation.
3. Understanding of family and cultural influences that bear upon student attitudes, relationships, and learning.

4. Knowledge of methods of assisting students in their social development and measuring their progress.
5. Understanding of individual differences in teachers with respect to self-concept, emotional outlook, and strengths and weaknesses in relating to students.
6. Knowledge of techniques of evaluating teachers for the purpose of improving their teaching competence, and the ability to motivate teachers in self-improvement.
7. Knowledge of organizational plans for best utilizing the talents of teachers and matching their capabilities with the needs of students.
8. Ability to communicate with students, teachers, and parents.
9. Ability to appraise candidates for staff positions and make objective judgments in their selection, taking into account characteristics of the community and existing faculty.
10. Ability to conceive the best purposes of their schools and objectively assess alternative programs for fulfilling them.
11. Knowledge and ability to organize and motivate constructive group efforts in problem solving, planning, and carrying out instructional improvements including the perfection of individual teaching skills.
12. Ability to foster mutual respect and tolerance within the school organization.

There are obviously other types of knowledge and skills that are required by successful school leaders. Furthermore, persons at different levels in a school organization will have varying degrees of dependence on particular competencies. The foregoing list, however, seems to cover the most fundamental considerations in preparing for any role that is focused primarily on helping teachers to be effective in developing student learning.

Plan

Wide latitude is presently granted both candidates and training institutions in Ohio's certification requirements for principals. Current requirements are:

"The provisional elementary (secondary) principals' certificate will be issued to the holder of a master's degree with graduate work well distributed over the following areas:

1. General or elementary (secondary) educational administration.
2. General or elementary (secondary) supervision of instruction.
3. General or elementary (secondary) school curriculum.
4. Guidance.
5. Social, philosophical, or psychological foundations.
6. Research and/or evaluation.
7. Planned field experience.

and with evidence of 27 months of successful classroom teaching experience of which at least 18 months shall have been in the elementary (secondary) grades under a standard elementary (high school) teacher's certificate."

Acquisition of a master's degree automatically places a teacher on a higher salary level and many teachers secure this degree in school administration in the event they may some day wish to apply for an administrative position. There are three major things wrong with this practice. In the first place, most of the work is done on a part-time basis at night or in the summer with little opportunity for coordination of training in subject fields or for clinical experience closely coordinated with course work.

In the second place, many master's degrees are acquired years before a teacher may be appointed to an administrative position. Despite the passage of time and its effect on the competence of the appointee and the present relevance of the earlier training, no examination is required to validate the original certification.

In the third place, it is a waste of time and money for teachers to take courses which may be of little benefit to them because of their basic lack of interest or suitability for administrative positions.

The Commission has recommended in its report *Realities and Revolution in Teacher Education*, a combined bachelors-masters degree program for initial certification of teachers. This will mean that all teachers who wish to train for administration will do so not only with a superior base in teacher training, but also with a commitment that is more meaningful than one influenced by the opportunity for higher pay as a teacher.

The first step in training for school administration should come in the preparation of group leaders. This will require advanced training in individualized instruction and leadership skills and calls for a combination of class work and demonstration. Practicing group leaders and principals should share with university personnel the responsibility for developing prospective group leaders. Class work can be in schools as well as on university campuses.

Clinical experience is generally recognized as an essential component in the preparation of school administrators and many school districts have intern programs for training prospective assistant principals and principals. Consideration should be given to the certification of school administrators based upon training in a combined program of internship and university class work. This would permit concentration of work in a specified period of time, meaningful group activity, relevance of course work to practical experience, and coordination of study in subject fields.

Under the proposed plan of teacher education there probably will be a reduction in applications for training to qualify for general school administration, because application will be based upon the like-

lihood of receiving promotion to a general administrative position, rather than to gain degree status. The smaller number and the need for well-trained personnel point to the feasibility of state aid in support of leadership training.

Capability

Serious questions have been raised by some college professors, school administrators, and concerned laymen as to the present ability of university colleges of education to provide the kind of training so acutely needed by school leaders.

Many professors of administration in university programs are former school administrators. They may be well-versed in important areas such as school finance, building maintenance, and school law. The key question, however, is whether there are enough professors with sufficient training in the understanding and motivation of people, and in the instructional skills needed by today's school leaders.

The Commission is in no position to recommend specific restructuring of faculties of education. It can, however, suggest that the priorities of our state universities be ordered to provide training in all essential areas of school leadership.

Improving Skills of Present School Leaders

It is far from enough to provide for adequate training of future school leaders. In its teacher evaluation report the Commission pointed to the need for a massive effort to upgrade the skills of the administrators who are now on the job in the State's 4,200 schools. Two steps were recommended: pilot programs for a few school districts in the immediate area of each university, and a later statewide effort based upon the cost and effectiveness of pilot programs.

It has been suggested in some quarters that schools cannot wait for universities to equip themselves for the leadership training job to be done. It has been proposed that new training institutes be established that would be free of outmoded approaches and vested interests. It has also been suggested that schools should turn to industry for specialists in management development. The Commission adheres to the belief that universities are the logical centers for training in school leadership and are obligated to their tax supporting public to meet the needs of that public.

University-School Coordination

Much inservice training will be required at the teacher and group leader level as more schools adopt plans of individualizing instruction and flexible staffing. As previously indicated, this is the starting point for leadership development. Successful implementation of training plans will require close coordination between universities

and schools to bring about the most helpful balance between programs on university campuses and within school buildings and to assure effective planning, evaluation, and adjustment of programs.

At the point where special training is required for positions of assistant principal and principal, new plans for providing adequate group instruction related to concurrent internship experience should be developed.

At the group leader and principal levels of training there is both the need to schedule programs so as to provide a harmonious working relationship between universities and schools and to work out equitable plans of financing essential training. In its report, *Realities and Revolution in Teacher Education*, the Commission recommends the establishment of a State Board for Professional Personnel in Public Schools to accredit institutions that train teachers and administrators in Ohio and for setting standards for certification of teachers and administrators. This Board will be representative of school districts and teachers as well as colleges of education and, as such, will be in a unique position to assist in the coordination of both teacher and administrator training programs and to develop and recommend sound plans for financing training costs.

Guidelines for Improving Educational Leadership in Schools

District

1. Fully recognize that "accountability" is a meaningless goal without commitment of adequate staff to improve instructional programs and to assist teachers in achieving optimum learning relationships with students.
2. Give the public a clear understanding of the relatively small amount expended for central office administration and educational leadership in schools.
3. Establish a district policy to provide adequate help to teachers in all areas where assistance is needed in teaching.
4. Develop a plan of school organization that will best provide the functions proposed for:
   - Group Leaders
   - Subject Specialists
   - Coordinator of Curriculum (Secondary Schools)
   - Assistant Principal, Group Instruction
   - School Psychologist
5. Assess opportunities for reducing costs of substitute teachers and study halls in the light of school reorganization and new instructional programs.
6. Re-examine the need for guidance counselors in the context of proposed new positions.
7. Establish the concept of the principal as the educational leader of his school, spending at least half of his time in classrooms or in conferences with teachers and instructional assistants.

8. Provide principals with adequate staff to relieve them of administrative detail not directly related to student-teacher relationships.
9. Delegate authority to principals for staff selection of candidates presented by the central office.
10. Delegate authority to principals for meeting the needs of their schools for instructional programs within district budget limitations.
11. Work to close the ideological gulf between teachers and administrators.
12. Select superintendents on the basis of their ability to provide educational leadership.
13. Provide state funds for pilot programs to test and demonstrate the value of improved school leadership.

University

1. Equip faculties with talent needed to train administrators in required leadership skills.
2. Revise preservice administrative training programs fully to meet needs of future administrators.
3. Arrange for special on-campus and inservice training programs to upgrade skills of present administrators beginning with pilot programs.

Appendix

Putting Things Together

MANY SCHOOL DISTRICTS have a rigid and largely sterile process of "teacher evaluation" based upon a periodic and formal observation of a teacher's performance, usually during one class period. The general range for conducting observations is from two a year to one every four years. The procedure typically calls for a pre-observation and a post-observation conference and a written record signed by both parties. The time is too short, the performance can be rigged by the teacher or his class, and the atmosphere is not conducive to a helping relationship. It does have one advantage, however, that of providing clearly identified check points in the teacher's career.

Teacher evaluation should be primarily for the purpose of improving teaching competence and at least three specialists are needed to give teachers the variety of help required. Primary assistance needed is in the areas of subject matter, individualizing instruction, and interaction with groups of students. It should also benefit teachers periodically to take stock of themselves in terms of all three of these areas with the help of an objective third party.

It is proposed that an open file be kept for each teacher into which will be placed all significant records of discussions with group leaders, subject specialists, and instructional specialists relative to improvement in professional competence. The teacher may also write his own memoranda for the file. It should then be the responsibility of the principal to review the file with the teacher at least once a year.

Groups of teachers should work under the direction of group leaders and follow their leadership in day-to-day work. This plan of organization relieves the principal of the impossible task of directly supervising a large number of teachers. On the other hand, teachers should have direct access to their principals at any time and principals should deal directly with teachers particularly in the process of annually reviewing their files. The review will also be helpful to principals in evaluating the effectiveness of others who are assigned to helping teachers.

It is hoped that the fear of evaluation now harbored by many teachers will go away when several people are in the act and it is standard practice for people to help each other. Evaluation may also get into better perspective when principals play the role of objective third parties trying to put things together for the benefit of the teacher and giving the teacher another audience for his views.

Other Commission Reports

- **Organizing for Learning**
- **Organizing for Learning II: Paths To More Flexible Staffing**
- **Teacher Tenure**
- **Teacher Evaluation To Improve Learning**
- **Time and Opportunity—The School Year**
- **Realities and Revolution in Teacher Education**

Copies of all reports can be obtained from:

Commission on Public School Personnel Policies in Ohio
736 National City Bank Building
Cleveland, Ohio 44114

- First four reports: Single copies $.75
  Five or more $.50 per copy
- Last three reports: Single copies $1.00
  Five or more $ .75 per copy